

plant's operation relies upon technologies such as Membrane Bio-Reactor (MBR) to improve the quality of the discharge to meet current DNREC requirements.

### **Comprehensive Plan Goal for Utilities**

In light of the opportunities and challenges noted above, the Goal of the Utilities Section of the Comprehensive Plan is to sustain and, where necessary, improve the quality of these utility services while meeting required public safety and environmental standards.

### **Possible Implementation Strategies**

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Complete Water System mapping to identify segments of the network that require upgrades to ensure consistent water quality and pressure.
- Coordinate system upgrades at the ends of the network to meet pressure and flow standards necessary to support land use recommendations in the Growth Areas along the current borders of the Town.
- Update the Town's Water Master Plan, evaluating capacities and capabilities of the wells to determine in advance when new facilities will be required to meet quality, capacity and pressure demands.
- Require engineering review of all subdivisions, site plans and annexation proposals highlighting not only the utility needs of the proposed development but also the impact on the Town's current utilities operations and service.
- Evaluate present standards, specifications and design for utilities periodically, and update as necessary and appropriate.
- Use results of Sea Level Rise 2015 Coastal Management Assistance Grant Study as input to location and enhancement of all water facilities.
- Promote water conservation awareness among the Town's residents and businesses.
- Continue to cooperate Tidewater Environmental Services, Inc., to support the relocation of the current waste water treatment plant.

# XI. NATURAL ENVIRONMENT, ENVIRONMENTAL PROTECTION AND OPEN SPACE

*Refer to Exhibits D1 Natural and Environmental Lands, D2 Agricultural Lands and K Source Water Resources in Appendix E*

## **Background**

Milton's location at the head of navigation on the Broadkill emphasizes the River's importance and its influence. The River offers a unique natural environment with excellent plant, fish and wildlife habitats and special educational and recreational potentials.

The Broadkill gathers waters flowing toward Delaware Bay from a line of divide east of the Redden State Forest on DuPont Boulevard (US Route 113). Waters west of that divide are part of the Nanticoke River system. In the Broadkill tributary system, the Pemberton, Brittingham, Ingram, Waples and Round Pole Branches flow east into Lavinia, Wagamons and Diamond Ponds along the west and south edges of Milton, or directly into the river between the Town Center and Rattlesnake Hill. The Pemberton and Brittingham Branches west of Milton are characterized by woodlands and wetland habitats.

Elsewhere in this Comprehensive Plan, there is an extensive discussion of the Broadkill River, its historic and physical connection to the Town of Milton and its impact on the downtown area. The River coupled with sea level rise and increasing storm severity both in terms of hurricanes and "Nor'easters" has an impact on downtown development as well as several public facilities including potable water and sanitary sewer. The Town conducted a study of sea level rise impacts and risk to public facilities assets. This study, funded in part through the Department of Natural Resources and Environmental Control (DNREC), will be used to guide planning and funding decisions regarding public facilities and utility placement.

Milton's ponds were created as millponds in the 18<sup>th</sup> century by impounding their tributaries. They are now important visual and environmental assets in Milton. The river is tidal as far as the Town Center. Its waters change from brackish freshwater to salt water approximately ½ mile upstream of the Coastal Highway (Route 1) bridge.

The Town Center area between Magnolia and Front Streets lies at an elevation of between 5 and 10 feet above sea level, while the remainder of the Town is typically at 15-25 feet or above. During Nor'easter storms like the storm experienced in March 2015, the winds push the tide into the Broadkill through the Roosevelt Inlet at Lewes and may cause flooding up to elevation 8 or 9 in Milton. Flood-prone areas within the 100-year floodplain (typically at elevation 10 and below) are shown on the Federal Emergency Management Agency (FEMA) Maps of Milton. Flood-prone areas include much of Milton Memorial Park, much of the Town Center, potable water wells, as well as the sewage treatment plant on Front Street.

From the Town Center, the Broadkill winds its way some 15 miles eastward through a watery natural environment with several unique habitats and conservation areas. The Nature Conservancy's 143-acre Edward H. McCabe Preserve is located on the south bank two miles downstream of Milton. The Smith Farm Landing is two miles further downstream on the north side; the adjacent Smith farmlands are under easement to the Delaware Agricultural Lands Foundation. The river then passes beneath a low bridge at Coastal Highway (Route 1) and the nearby Steamboat Landing site and then meanders through the marshy Prime Hook National Wildlife Refuge area to join the Lewes Channel and flow into the Delaware Bay and Atlantic Ocean via the man-made Roosevelt Inlet. Here the channel also merges with that of the Lewes and Rehoboth Canal.

Under Section 303(d) of the 1972 Federal Clean Water Act (CWA), states are required to identify all impaired waters and establish total maximum daily loads to restore their beneficial uses (e.g., swimming, fishing, and drinking water). Total Maximum Daily Load or TMDL defines the amount of a given pollutant that may be discharged to a water body from point, nonpoint, and natural background sources and still allows attainment or maintenance of the applicable narrative and numerical water quality standards. A TMDL is the sum of the individual Waste Load Applications (WLAs) for point sources and Load Allocations (LA's) for nonpoint sources and natural background sources of pollution. A TMDL may include a reasonable margin of safety (MOS) to account for uncertainties regarding the relationship between mass loading and resulting water quality. In simplistic terms, a TMDL matches the strength, location and timing of pollution sources within a watershed with the inherent ability of the receiving water to assimilate the pollutant without adverse impact.

A Pollution Control Strategy (PCS) specifies actions necessary to systematically reduce nutrient and bacterial pollutant loading to the level(s) specified by the TMDL; and must reduce pollutants to level specified by the State Water Quality Standards. A variety of site-specific best management practices (BMPs) will be the primary actions required by the PCS to reduce pollutant loading(s).

The Town of Milton is located within the greater Delaware River and Bay Drainage; specifically, within the Broadkill watershed. The pollutants targeted for reduction in the Broadkill watershed are nutrients (e.g., nitrogen and phosphorus) and bacteria are shown below in Table 17. As mentioned previously, the PCS will require specific actions that reduce nutrient and bacterial loads to level consistent with the goals and criteria specified in the State Water Quality Standards. The PCS for the Broadkill is pending review and has no projected completion/approval date, so specific actions have not been identified at the time of the preparation of this Comprehensive Plan.

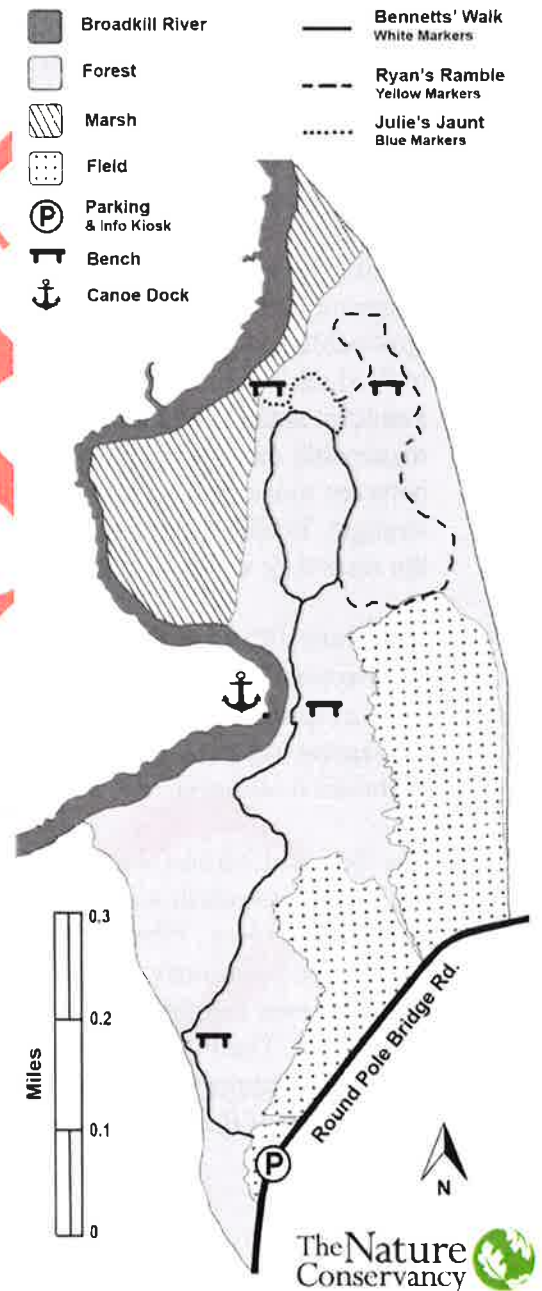
**Table 17. Pollution Control Strategy**

Delaware River And Bay Drainage Broadkill watershed	Nitrogen Reduction <u>Requirements</u>	Phosphorus Reduction <u>Requirements</u>	Bacteria Reduction <u>Requirements</u>
	40%	40%	75%

In 2001, the General Assembly passed a law requiring that, beginning in 2007, municipalities and counties with populations greater than 2,000 persons, adopt as a part of their comprehensive plans overlay maps delineating, as critical areas, source water assessment, wellhead protection, and excellent ground-water recharge potential areas. The Town of Milton adopted Ordinance No. 2015-009 which amended Chapter 220 of the Town Code creating a new chapter 181 entitled Source Water Protection Areas, Wellhead Protection Zones with requirements and Excellent Ground-water Recharge Potential Areas.

The Nature Conservancy and the Town of Milton have worked together to establish the Milton-McCabe Preserve Canoe Trail. This links the Town Center and its boat launch with a new canoe dock, kiosk and hiking trail at the McCabe Preserve. The McCabe Preserve improvements include a small parking area, benches along an interpreted hiking trail and resting area with a river view. The Milton-McCabe Preserve Greenways Trail, built with a grant obtained by the Town, was formally dedicated by the Town and the Conservancy on June 6, 1998. Many State and non-profit groups are now working together to preserve the unique environment of the Broadkill.

Milton and the farmlands surrounding it are located on the flat coastal terrain of eastern Sussex County, on lands first cleared for agriculture in the 17<sup>th</sup> century, with sporadic woodlands and gentle slopes along the waterways. Soil classifications within the study area are based on information obtained from Department of Natural Resources (NRCS). The ramifications for development of the involved soil types are given in Table 18 provided on the following page. The relative suitability of study area agricultural lands for long-term agricultural preservation is shown on Exhibit D2 in Appendix E, drawn from statewide mapping prepared for the Delaware Agricultural Lands Preservation Foundation.



**Figure 6.  
Edward H. McCabe Preserve**

Table 18. Milton Area Soil Characteristics

Soil Map Unit	Surface Texture	Slope	Limitations for:			Note
			sm commercial buildings	Basements	Roads/Parking	
<u>Downer</u>						
DnA	loamy sand	0-2%	Not limited	Not limited	Not limited	(4)
DnB	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
DuB	loamy sand	0-5%	Not limited	Not limited	Not limited	(4)(7)
<u>Downer</u>						
DoB	sandy loam	2-5%	Not limited	Not limited	Not limited	(4)
<u>Evesboro</u>						
EvD	loamy sand	5-15%	Somewhat lmtd(5)	Somewhat lmtd(5)	Somewhat lmtd(5)	(1)
<u>Fort Mott</u>						
FmB	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
<u>Fort Mott-Henlopen</u>						
FhB-Fort Mott	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
FhB-Henlopen	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
<u>Hambrook-Urban land</u>						
HkB	sandy loam	0-5%	Not limited	Somewhat lmtd(3)	Somewhat lmtd(2)	(4)(7)
<u>Henlopen-Rosedale</u>						
HrA, HsA-Henlopen	loamy sand	0-2%	Not limited	Not limited	Not limited	(4)(7)
HrA, HsA-Rosedale	loamy sand	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)(7)
<u>Ingleside</u>						
IeA	loamy sand	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)
<u>Ingleside</u>						
IgA	sandy loam	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)
IgB	sandy loam	2-5%	Not limited	Somewhat lmtd(3)	Not limited	(4)
IuB	sandy loam	0-5%	Not limited	Somewhat lmtd 3)	Not limited	(4)(7)
<u>Longmarsh &amp; Indiantown</u>						
LO-Longmarsh	mucky loam	0-1%	Very limited	Very limited	Very limited	(6)
LO-Indiantown	mucky loam	0-1%	Very limited	Very limited	Very limited	(6)
<u>Manahawkin</u>						
Ma	muck	0-1%	Very limited	Very limited	Very limited	(6)
<u>Rosedale</u>						
RoA	loamy sand	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)
<u>Udorthents</u>						
UzC	sandy loam	0-10%	Not limited	Somewhat lmtd(3)	Somewhat lmtd(2)	(7)

## Notes:

- (1) rapid permeability, moderate moisture capacity, low fertility
- 2) potential frost action
- (3) seasonally wet w/in 4-6 ft.
- (4) excellent agricultural soil, may need irrigation
- (5) slope creates some limitation for development
- (6) flooding, ponding
- (7) a significant portion of map unit is 'urban land' (already developed, impervious)

Source: Sussex Co, SSURGO v9 (10/16/2006)

The soils map of Sussex County can be found at the following web address:

[http://opendata.firstmap.delaware.gov/datasets/0cc3dc1c05564b49af8eb89f6cc4cbb7\\_2?geometry=-75.397%2C38.762%2C-75.203%2C38.786](http://opendata.firstmap.delaware.gov/datasets/0cc3dc1c05564b49af8eb89f6cc4cbb7_2?geometry=-75.397%2C38.762%2C-75.203%2C38.786)

Sussex County, the State of Delaware and the Nature Conservancy are endeavoring to protect the natural environment of the Broadkill River. The entire length of the river from Prime Hook to Milton has been designated by the State of Delaware as one of twenty “State Resource Areas” within which the State may acquire property to conserve an irreplaceable natural environment. Scientists have identified portions of the Broadkill River tidal river system as unique Atlantic White Cedar bogs and swamps.

Efforts to preserve parcels along the Broadkill include enrolling the 470-acre Smith Farm site, except for its Broadkill Landing edge, in Delaware’s Agricultural Lands Preservation (DALP) program. The property’s development rights have been purchased by the DALP Foundation and the land placed under permanent protective easement. There is every reason to believe that the conservation partnership for the Broadkill will strengthen in the years to come.

### **Comprehensive Plan Goal for Natural Environment, Environmental Protection and Open Space**

In light of the opportunities and challenges noted above, the goal of the Town’s Natural Environment, Environmental Protection, and Open Space Plan is to promote, preserve and protect the natural environmental assets and open space that contribute to the Town and its identity.

### **Possible Implementation Strategies**

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan’s goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Continue to strengthen the Town’s partnership with land owners to preserve and protect the Broadkill River and its tributaries as an important natural resource.
- Promote pollution control strategies using reasonably available best management practices to reduce nutrient and bacterial pollutant runoff loadings into the Broadkill River and its tributaries.
- Evaluate and as appropriate incorporate reasonably available best management practices into the development regulations of the Town.
- Coordinate with the Department of Resources and Environmental Control to protect sensitive wetlands including tidal shrub wetlands, forested areas, rare-threatened-endangered wildlife and floral species within the Town, and those areas which annex into the Town.
- Prepare and complete a study of the buffer area along the Broadkill and its tributaries within the Town limits, to identify the extent of a defensible buffer that complies with Delaware regulations. Upon adoption of the study map the buffer.
- Recognize, where practical, forested areas as open space and protected forested areas.
- Evaluate areas within the Town, and as annexed, areas adjacent to the current town boundaries, to establish greenways, green infrastructure network and to promote their preservation through coordination with property owners and developers.

- Educate the Town's residents and businesses that air and water quality are health and quality of life issues.
- Continue to enforce and when appropriate re-evaluate the Town's source water protection ordinance.
- Prepare and adopt a Parks/Open Space, zoning district to protect lands that are acquired through the Delaware Land and Water Conservation Trust Fund and parcels which could be eligible for acquisition.

DRAFT

## XII. ANNEXATION AND GROWTH

*Refer to Exhibit G Growth Area in Appendix E*

### **Background**

The Town is situated along major transportation corridors of Sussex County and is surrounded by parcels currently and generally in low density residential and agricultural uses in the unincorporated area of Sussex County. Some of these parcels are presently identified in the State's Agricultural Preservation Program. As such these parcels are subject to County development regulations and, as they develop, will have an impact of the character of the Town. For these reasons, the Town has drawn Growth Boundaries based on the Certificate of Public Conveyance and Necessity (CPCN) areas of utilities and geographic relationship to the Broadkill River.

The Growth Area is shown on Exhibit G of Appendix E of the Plan and reflects changes since the adoption of the 2010 Comprehensive Plan. The Town has updated all mapping tools throughout the Comprehensive Plan to note all changes since the last update in 2010. Exhibit F shows the Town limit boundary and existing zoning classification from previous annexations. Exhibit G shows the Future Land Use/Potential Expansion area for future annexations. It is noted that the enabling zoning districts must be drafted and adopted to implement the recommended Land Use Designations.

The Town has identified Land Use Designations for each parcel and proposes to work with parcel owners to create a master development plan for parcels along SR 16, SR 5A, SR 30 and along the Broadkill River. These Land Use Designations will be implemented through the drafting and adoption of new zoning districts to permit mixed use commercial/residential development along the highway corridors, a new light industrial district compatible with neighboring residential, and new marine resource district to promote sensitive development along the Broadkill River. The goals of these master planned areas are to provide interconnections to reduce the short distance travel demand along these major transportation corridors; to create the opportunities for partnering with the County, the parcel developers and DelDOT to establish Transportation Improvement Districts to offset the development impacts to the highway and pedestrian/bicycle networks; and to identify land for possible relocation and/or expansion of necessary public facilities.

As the Town considers future growth beyond the current Town boundaries, it is necessary to note that current growth has been at a slow, but steady pace over the past several years and that this growth has generally been supportive of the Town's historic character. The outcome of the annexation of the approximately 3,600-acre growth area will alter the Town's character and place demands on the Town's available services. It is also noted that the Town Charter (Section 3) and the Town Code (Chapter 67) promulgate the requirements and procedures for annexation.

Annexation of the parcels along the Broadkill River offer the Town the opportunity to protect its natural environment. Annexation of parcels, that would be developed in a mixed-use setting, create opportunities to sustain the historic character of the downtown, and offer space to relocate



uses away from flood prone areas noted in the Sea Level Rise and Sustainability study discussed elsewhere in this Comprehensive Plan. Annexation of industrial lands will expand the Town's revenue base, create job opportunities for its residents, promote the location of firms to increase base industries in the Town, and offer a range of industrial/commercial activities in and around the Town.

To ensure that new growth pays for itself, the Town will consider future annexations based upon adequacy and cost of the services which the Town would provide to the newly annexed area. Once these factors have been considered then the Town may seek to enter into annexation agreements for areas that are contiguous with Town boundaries and connected to its street system. By continuing to adopt progressive zoning, generally demonstrating good positive government, and implementing selected public improvements along the edges of Town, the voluntary process of annexation may be encouraged.

### **Comprehensive Plan Goal of Annexation and Growth**

In light of the opportunities and challenges noted above, the Goal of annexation in the Comprehensive Plan is to identify areas that meet State Code and Town Charter requirements for mutually beneficial incorporation into the Town of Milton that do not prove to be detrimental to the Town's fiscal or service capabilities.

### **Possible Implementation Strategies**

The following implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Focus on greater direct connection to SR 16, SR 30 and SR 5A by annexation and by planning utility extensions to selected intersections, and corridors where there are interests in annexation and where significant parcels for redevelopment are located.
- Conduct necessary fiscal and service impact studies to determine costs and benefits of annexation proposals.
- Encourage annexation along the Broadkill River where parcels could help protect the natural resource of the River.
- Prepare master plans for large parcels that are being annexed to provide for interconnectivity with adjacent parcels.
- Cooperate with Sussex County, property owners, annexing parcel developers and DelDOT to identify, design and construct necessary transportation network improvements (highway, pedestrian and bicycle) to offset the impact of the developments on the present infrastructure possibly using the Transportation Improvement District (TID) approach.
- Evaluate annexing parcels for public facility needs.
- Identify Gateway locations, working with property owners, Sussex County and DelDOT, to be considered during the design of transportation infrastructure improvements as the Town expands through annexation.

## XIII. LAND USE

See Exhibit E, in Appendix E Existing Land Use

### Background

The approximately 1.63-square mile incorporated area of the Town is naturally divided between north and south by the Broadkill River and between east and west by Union and Federal Streets (SR 5). The Town's land use pattern has been shaped by the resource economy of Eastern Sussex County, the area's natural environment, topographical characteristics and the development and evolution of the modes of transportation. The Town Center developed naturally where the junction of land and waterway transportation could serve the surrounding agricultural territory. The residential portions of the Historic District grew along Union, Federal and Chestnut Streets as population grew, with newer residential streets radiating to the south, east and west. Industry developed in the south side with the advent of rail. Proportionate to Milton's small size, commercial and service development is now growing substantially on new sites along Milton Ellendale Highway/Beach Highway (SR 16). Opportunities for new commercial/industrial growth can occur along SR 30 and SR 5A which are truck routes and bypasses of SR 1.

The overall development prospect for Milton, with implementation of the Comprehensive Plan, is one of stable, positive, varied and significant growth with the likelihood of additional annexations along the boundaries of the Town. Any significant new commercial or industrial development will require a deliberate economic development effort with help from County and State economic development agencies.

The most recent and proposed subdivisions in Milton are: Cannery Village, Preserve on the Broadkill, Shipbuilders' Village, Wagamons West Shore, Holly Lake Villas, The Orchards, Chestnut Crossing, Merriweather, Heritage Creek and Key Ventures.

Now as in the past, Milton is ringed by farmlands in active use. Those farmlands classified as highly suitable for agriculture by the Delaware Department of Agriculture's agricultural lands mapping analysis are shown in Exhibit D1- *Natural and Environment Lands*.

The following analysis of existing land use examines the following sub-areas of the Town and its surrounding area.

### The Milton National Historic District

The Milton Historic District, shown on Exhibit F in Appendix E contains 188 listed buildings of which 150 are historic houses. From Willow Street to the Broadkill River, the Historic District centers on Union Street with an arm along Broad Street. South of the river, it widens out to a larger area between Federal, Chestnut, Walnut and Collins Streets, with its southern boundary at Sand Street.

Since the last Comprehensive Plan, the Town of Milton's Historic District Expansion Ad-HOC Committee and the University of Delaware's Center for Architecture & Design (CHAD)

Department have been working on obtaining information and making recommendations to expand the Town of Milton's Historic District.

### **Town Center**

Milton's Town Center consists of an approximately 27.9-acre area centered on the intersection of the Broadkill River and Federal and Union Streets. It is an integral part of the larger Milton National Historic District. While the remainder of the Historic District is zoned residential (R-1), the Town Center area is zoned Town Center (TC) allowing the flexibility that is needed to create a thriving downtown. The Town Center district is depicted on Exhibit I in Appendix E.

The information available is based on a downtown parcel and building use, employment and parking inventory previously conducted by the Town of Milton Building Inspector and Nutter Associates. The inventory was updated based on the Town Center Zoning District by the town in October 2009. The acreage is composed of 68 parcels containing 56 buildings totaling approximately 135,600 SF. The area is supported by approximately 320 public and privately-owned off-street parking spaces and is the source of employment for over 100 jobs. There are also 13 vacant parcels allowing for more development potential.

The nonresidential inventory includes the Town of Milton offices, Police Department, restaurants, retail stores, a theatre and performing arts center, the Lydia B. Cannon Museum of the Milton Historical Society, a bank, the recently expanded branch of the Sussex County Library, Company 85 Fire Hall, and other facilities.

The Town Center has evolved from its former role as a center for general merchandising to a specialized center of visitor-oriented retail, civic, office and personal service uses. It is also the location of the Milton Memorial Park, including a marina, boat launch, parking area, playground, picnic areas, benches, a gazebo, walkways, and a miniature railroad attraction, especially designed for children.

New downtown improvements (public and private) that have been completed include two segments of the Governors' Walk project, renovation of the old Milton Sausage and Scrapple building that now houses several small businesses, renovation of the Lydia B. Cannon Museum of the Milton Historical Society, a major addition to the Milton branch of the Sussex County Library, and renovation of the Milton Theatre. The Town government, its Economic Development Committee, the Milton Chamber of Commerce, and local businesses and residents are committed to continued economic development and marketing of the Town Center.

### **Northeast Quadrant**

The northeast quadrant, bounded by Union Street (SR 5), the Broadkill River, the Beach Highway (SR 16) corridor and the eastern Town limits, is a primarily residential area with a variety of housing types and sites. The Bay, Behringer, Chandler and Atlantic Avenue area is the location of numerous older single-family homes within or adjoining the Historic District. Many of these are undergoing renovation. The Odd Fellows Cemetery is located at midpoint on Union Street (SR 5). Three apartment complexes of recent vintage, Luther Towers and Luther Gardens (housing for the elderly) and Park Royal Apartments (HUD-assisted family housing) are located along Bay Avenue. Bay Avenue has remaining undeveloped sites which could be

considered for single-family or higher density housing. There are numerous vacant land parcels, noted earlier in the Housing Chapter, with some still in agricultural use, scattered throughout the section between Bay Avenue and SR 16.

A key development site within the area is the 16-acre residentially zoned Preserve on the Broadkill tract, fronting on the Broadkill River. The Preserve tract extends from Atlantic Avenue south to the waterfront between the Milton Memorial Park and the town limits. Access is from Atlantic Avenue or Chandler Street. Construction of the project, consisting of attached and detached houses, is underway.

The State Route 16 corridor is experiencing growth in this quadrant. East of SR 5, the SR 16 corridor is characterized by several commercial sites including an industrial plant and several commercial and service businesses. The 48-unit Milton Landing project on Palmer Street Extended is the residential project in the northeast quadrant and is a non-profit assisted multi-family housing project for moderate-income families. It should be noted that land along the south side of Route 16 within the corporate limits is zoned commercial (C-1). An estimated 150,000 square feet of new space has been developed along the SR 16 corridor. For a community of Milton's size, this is a substantial amount of commercial development and does rely on demands of people and businesses beyond the Town limits. Milton Park Center presently includes 61,000 square feet for retail and professional services.

### **Southeast Quadrant**

The southeast quadrant is characterized by lower density, and generally older residential development within and adjacent to the Historic District. In this area, the Historic District broadens to include houses along Chestnut and Walnut Streets, including some along Collins Street. The Front Street (CR 89) area contains undeveloped land presently zoned both commercial and residential. The Sewage Treatment Plant is in this section of Front Street. An undeveloped riverfront parcel occupies a prominent Broadkill site at the Round Pole Branch.

The south end of town at Federal Street and New Street is Milton's light industrial area. There are more than 300 jobs located in this area. Uses include transportation on New Street, a medical park, construction materials storage and sales and, on the west side of Federal Street, a plastics plant on Park Street. The Dogfish Head Craft Brewery occupies the former Draper King Cole plant which closed in 1998. Cannery Village, a residential development is under construction. South of Cannery Village is the site of the Mariner Middle School, that opened in September 2003 and has increased the number of class rooms to meet the current and anticipated enrollment. Beyond the Middle School to the southeast is another developing residential subdivision named Heritage Creek, developing in multiple phases. There is a proposed mixed-use residential development, formerly owned by Key Ventures, which has access to Cave Neck Road (CR 88).

### **Southwest Quadrant**

Wagamon's Pond, Diamond Pond and the Ingram Branch of the Broadkill are distinctive waterway features of the southwest quadrant. West of Wagamon's Pond is the 90 plus acre waterfront site approved for 231 single-family homes known as Wagamon's West Shores which is under construction.

### **Northwest Quadrant**

The northwest quadrant, bounded by Union Street, Wagamon's Pond, SR 16 corridor and the western Town limits, experienced significant growth during the 1990s compared to then-existing residential development. There has been a steady development of new commercial and service uses along SR 16, especially on the south side of the road, within the corporate limits. This land is zoned commercial. The Bayport Business Park is an approximately 25,000 square foot mixed commercial and service use project developed in the 1990's that currently accommodates multiple tenants. The Clipper Square retail plaza, with 9 shops and approximately 28,000 square feet, was developed in 1994-5 at the southwest corner of SR 16 and Mulberry Street (CR 197).

Shipbuilder's Village, with a mix of townhouse, duplex, and single-family units, is a large phased housing subdivision of approximately 50 acres adjacent to the H.O. Brittingham Elementary School on Mulberry Street.

There are townhomes located along Tobin Drive. There are also several parcels of undeveloped land ranging in size from 0.5 to approximately 5.5 acres along Mulberry Street in this area, which offers more opportunities for infill-residential development.

### **Development within the Unincorporated Surrounding Area**

Generally, active farmlands and sparsely developed parcels surround the incorporated area of the Town of Milton. There has, however, been a gradual development of very small units of service businesses or small groups of homes on individual sites near the intersections of SR 16 with north-south roads like Gravel Hill Road (SR 30), Cedar Creek Road (CR 212), Union Street (SR 5) and Ponder Road (Road 232). In 2009, The Sussex County Council approved the rezoning of 29.0 acres of land (AR-1 to HI-1) west of Gravel Hill Road. Town annexation has occurred in the Union Street Extended (SR 5)/Cedar Creek Road area immediately north of Milton Ellendale Highway/Beach Highway (SR 16). The road frontages on these roads are vulnerable to conversion to unbroken strips of new home and small business development with driveways connecting directly to these traffic ways. With each parcel having individual access to Route 16, there is a potential problem for current traffic flow as well as a concern about the appearance of the Town's western gateway. As points of access are granted by DelDOT, the Town should be proactive with that agency to minimize the number of access points that will reduce conflict and capacity constraints along this important roadway.

The Collins-Russell Development, East Side Village, Cave Colony, and Su-Sax (also known as Diamond Overlook) subdivisions are examples of the diversity of housing development in the unincorporated areas around the Town. This includes manufactured home subdivision development along SR 16, including the Wall Street (CR 212B) area between Union Street Extended and Cedar Creek Road and farther east along Broadkill Road west of Coastal Highway. There are also scattered points of service and/or small business use development, usually along SR 16.

## Future Land Uses

### Residential

The Town will continue to work with property owners and land developers to promote a mix of residential housing types within varied locations throughout the Town by the development of available vacant parcels, redevelopment of existing residential uses and infill within the Town limits. The Town will continue to evaluate and as necessary revise the Town's zoning and subdivision codes to promote opportunities for various housing styles and affordable housing

### Commercial

Commercial activity will continue along the SR 16 corridor and within the traditional Town Center. Due to parking and land constraints, auto-oriented commercial development will be better served along SR 16 and, through possible annexation, along SR 30. Other commercial activities better suited to neighborhood and small business use, which rely on pedestrian, bicycle and automobile connections to surrounding residential development, will be better suited within the Town Center.

### Industrial

As part of this Comprehensive Plan, the Town wishes to maintain and expand opportunities for additional light industrial uses. Clean industrial development creates an expansion of the Town's economic base, offers opportunities for employment of its residents and promotes diversity of its industrial base. Annexation of parcels identified as Limited Light Industrial which are adjacent to the Town's Corporate Boundaries offer the best opportunities for larger scale, clean industrial development which can be made compatible with nearby established residential communities. Industrial development along the periphery of the Town allows these uses to take advantage of a very good highway network linking to major regional transportation facilities.

Based upon these continued strategies, the 2017 Comprehensive Plan's Future Land Use Element will serve as the Town of Milton's guide for land use, development, public facilities decisions, land preservation and conservation. The Future Land Use Element will guide the revision and the implementation of the Zoning Code (Chapter 220) Ordinance and other related codes and policies. It will guide Milton's assistance to Sussex County in updating its 2008 Comprehensive Plan in future land use and zoning decisions in the area where annexation into the Town can occur. It will guide the establishment of a Town Growth Boundary in cooperation with Sussex County.

## ZONING, RELATED PLANS & OTHER CODES

Land use designations shown in the adopted Comprehensive Plans are implemented by the local Zoning Ordinance. The parcels within the Town's incorporated limits are regulated by the Town of Milton Zoning Ordinance, Chapter 220. Uses on parcels located outside of the Town Limits are governed by the Sussex County Zoning Ordinance, Chapter 115.

### Town of Milton Zoning Ordinance

The Town of Milton has been conscientious about zoning, which is the most fundamental of American planning and land use regulations. Prior to the completion of the *1985 Town of Milton*

*Comprehensive Plan*, zoning within the Town area was governed by the Sussex County Zoning Ordinance and Map. Within the incorporated limits, the town center, south side industrial area and certain commercial/business parcels along Milton Ellendale Highway/Beach Highway were zoned UB – Urban Business. The remainder of the incorporated area was zoned UR – Urban Residential. Outside the incorporated limits, the predominant county zoning designation was, and remains, AR-1 – Agricultural Residential One. MR – Medium Density Residential was applied to medium density residential development areas outside of the incorporated limits. The Town will continue to coordinate and cooperate with Sussex County and Office of State Planning Coordination (OSPC) officials regarding zoning, land use and subdivision matters.

Following the adoption of the 1985 Comprehensive Plan, the first Town of Milton Zoning Ordinance was adopted in 1987. The Town Zoning Map was first included as part of the Town of Milton 1997 *Community Information Guide*. As of 2016 the current Milton Zoning Ordinance (Chapter 220. Zoning) includes nine districts (including a Historic Preservation Overlay District), found on the Town’s Official Zoning Map (see Appendix D, Exhibit F) and are noted with the District Title and Intent below as follows:

#### R-1 Single-Family Residential Use

The intent of the R-1 Single-Family Residential Use District is to delineate areas where predominately single-family detached, low-density residential development has occurred or is desired and likely to occur in the future and to protect the integrity of these residential areas by encouraging diversity in dwelling styles and construction that preserves existing land features and neighborhood scale. The R-1 District will prohibit the intrusion of any use that is not compatible with this predominant type and intensity as well as clear cutting of trees on the lot or major alternation of existing topography. The R-1 District recognizes the value of such other permissive uses as churches, schools, libraries and other educational buildings, and playgrounds. §220-13. A.

#### R-2 Single-Family Residential Use

The intent of the R-2 Single-Family Residential Use District is to delineate areas for the development of detached or attached single-family residential uses at densities like those of the R-1 Use District, but with the ability to utilize design and planning concepts to create a planned and desirable residential living environment while protecting existing and future uses. The R-2 District protects the integrity of these residential areas by prohibiting the intrusion of any use which is not compatible with these types and intensities of use. §220-14. A.

#### R-3 General and Multifamily Residential Use District

The intent of the R-3 General and Multifamily Residential Use District is to delineate areas where conditions are favorable for development of multifamily dwellings and where specific conditions of site size, unitary ownership, topography, utility provisions, street capacity and accessibility, landscaping, buffering and scenic quality, compatibility with neighboring uses and areas and drainage are such that multifamily dwelling development exists or is desired and likely to occur and be appropriate in future years. §220-15. A.

T-C Town Center Use District

The intent of the T-C Town Center Use District is to delineate the Town Center area which is historic and pedestrian in scale and is predominately utilized and is appropriate for a more intensive and traditional mixture of interactive retail, cultural, conference and meeting, lodging, business and personal service, financial, institutional, office, residential and governmental uses and to provide and promote a full range of Town Center uses that serve the needs of the surrounding town and county populations and to ensure that any use permitted is compatible with the character of the district and its permitted types and intensities of use. The purpose of the T-C District is also to recognize the unique historic character of the Town Center's part of the heritage of the Town of Milton and Sussex County. §220-16. A.

C-1 Commercial and Business Use District

The intent of the C-1 Commercial and Business Use District is to delineate areas in the Town which are currently used or are appropriate for general commercial or business uses which provide a range of retail and personal services to fulfill recurring needs of residents and visitors and which by the nature or scale of the operations permitted and careful site planning area compatible with adjoining commercial and residential areas. §220-17. A.

M-R Marine Resources Use District

The intent of the Marine Resources Use District is to recognize the unique role the Broadkill River and its waterfront areas have played in the formation, growth and life of the Town of Milton. The District has five objectives that (1) provide for a compatible mixture of waterfront-related uses, (2) encourage appropriate land development including adaptive reuse, (3) recognize the sensitivity of the unique waterfront environment and reinforce safeguards to protect the area and the resource, (4) protect scenic views of the river and (5) encourage public access to the river. §220-18. A. (1)-(4).

LI-1 - Light Industrial Use District

The intent of the LI-1 Light Industrial Use District is to delineate areas which are used for and suited for limited types of manufacturing and industrial uses which are compatible with adjacent residential and other uses and area permitted by special permit. These types of uses include light manufacturing, distribution, wholesaling, research and testing, warehousing, and processing or other uses which contribute jobs and tax base to the economy of the region, are compatible with nonindustrial neighboring uses and are consistent with the standards described in Article VII of the Zoning Code (Development Guidelines). §220-19. A.

LPD Large Parcel Development District

The intent of this District is to develop new and redevelop older neighborhoods that reflect the urban design and scale of the Town of Milton. The LPD District provides for design ingenuity, while protecting existing and future development. To encourage large-scale developments as a means of creating a superior living environment, the LPD District encourages development to (1) connect with the special and historic relationship of the Town, (2) create a diversity of housing types and mixture, (3) promote human and town scale and neighborhood interaction, and (4) limit the intensity of business, commercial and institutional uses. §220-20. A.



HP-OD Historic Preservation Overlay District

The intent of this Overlay District is to identify the Town's Historic District and to acknowledge and strengthen the heritage and economic-well-being of the Town by preserving its architectural and historic resources, conserving property values, fostering Milton's architectural and historic character, strengthening the local economy, and promoting use and vitality of the Historic District by designating it. By adopting this Overlay District, the Town will permit the principal, accessory and special permitted uses established in the underlying zone if the use is approved by the Historic Preservation Commission. §220-21. A-D.

As the Town develops and expands, careful and frequent evaluation of the Zoning Code will be important to manage development, protect the current Town and its neighborhoods and promote orderly and sensible growth. Development trends and uses change with time so regular review of the Zoning Code is essential.

The allocation of land within the Town by Zoning District is shown below:

**Table 19. Zoning Districts in the Town of Milton**

<u>Zoning District</u>	<u>Approx. Acreage</u>	<u>Approx. % of Zoned Area</u>
R-1	451.1	42.5%
R-1/LPD	303.3	28.6%
R-2	22.1	2.1%
R-3	48.0	4.5%
R-3/LPD	54.1	5.1%
T-C	27.9	2.6%
C-1	78.0	7.4%
M-R	10.5	1.0%
LI-1	50.7	4.8%
L-1/LPD	14.8	1.4%
	1060.6	100.0%

Note: Zoned lands do not include lands owned by the Town of Milton, roads, and other rights of way. Information obtained from Zoning Map March 2013.

Article V of the Zoning Ordinance establishes the Area and Bulk Regulations and Control of Density by zoning district including lot dimensions, height limitation and buffer requirements.

Article VI empowers the Town's Planning and Zoning Commission to review and approve site plans for development proposals and special use permits. While possible under the Zoning Ordinance, this Article requires that special uses must fit within the surrounding context of the sites.

*The text in this section of the Comprehensive Plan in no way supplants or replaces Chapter 220 of the Town of Milton. For more information about the Zoning Ordinance, please refer to the appropriate Articles and Sections of Chapter 220.*

### **Sussex County Planning and Zoning**

Parcels located outside the corporate limits of the Town are governed by the *Sussex County Comprehensive Plan* (June 2008) and by the Sussex County Zoning Code (Chapter 115) and Map. In 2008, the Sussex County Council adopted the *Sussex County Comprehensive Plan Update* in accordance with the Quality of Life Act. The County is preparing an Update that must be adopted by 2018.

The 2008 *Sussex County Comprehensive Plan* stresses the principle that future development in the county should occur to the extent possible in or adjacent to existing municipalities, areas that the Plan defines as town center and development districts. These areas were created around municipalities because infrastructure presently exists. The 2008 Plan recommends that the County will adopt ordinances for overlay zones that will delineate the Town Center and Development Districts and the requirements for infrastructure. Sussex County is currently preparing an updated Comprehensive Plan to replace its 2008 Plan.

The *Sussex County Comprehensive Plan* divides the county into ten districts in addition to the existing Municipalities. The districts serve as the basis for updating the County's zoning and subdivision regulations as well as for future public infrastructure and services. The following types of Growth Management Districts are designated for Milton and its environs: (1) Municipality for the Town of Milton incorporated area; (2) Developing Area for the area surrounding the Town, (3) Agricultural Preservation Districts/Purchased Development Rights for areas that have entered into the State's Farmland Preservation program, (4) Natural Resource Protection Area land along the south bank of the Broadkill River estuary between Milton and Coastal Highway, and (5) Low Density Area for the rural area surrounding Milton's Developing Area.

At the time of the preparation of the Milton Comprehensive Plan (2017), most of the unincorporated portions near the Town is zoned AR-1 - Agricultural Residential. The East Side Village, zoned MR – Medium Density Residential, is an exception to the AR-1 zoning. The Collins-Russell Development, the area between Union Street Extended and Cedar Creek Road (Road 212) and the Waples Pond area between Union St Extended and Deep Branch Road (Road 234) are zoned GR for General Residential. One or two small parcels on the north side of Milton Ellendale Highway/Beach Highway (Route 16) are zoned B1, Neighborhood Business and C-1, General Commercial. For more information about potential uses and densities of development, please consult Sussex County Zoning Code (Chapter 115, Zoning).

In the current *Sussex County Comprehensive Plan*, the Town of Milton planning area is generally designated as a Town Center District and an Intergovernmental Coordination District. This is designed to concentrate future growth around the existing developed center.

The Town's growth area is depicted on Exhibit G, Future Land Use/Potential Expansion. Within this area, the Town of Milton intends to coordinate with Sussex County and will strive to be a partner in land use decisions, especially within the town's potential expansion area. Lands east of Town along Route 16, that are not feasible for annexation because of large agricultural districts, are also within the County's growth area. These parcels offer opportunities to protect against further intrusions into the Broadkill River's bank line. Since the activities on the developable lands will directly impact the town in terms of traffic, public safety and other infrastructure demands, the Town intends to coordinate with the County on any proposals here as well.

The remaining area around Milton is designated by the County's Comprehensive Plan as an Agricultural Residential District, with selected areas zoned M-R, Medium Density Residential.

### **Milton Area Agricultural Lands Preservation Analysis**

The Delaware Department of Agriculture was consulted to factor agricultural lands preservation considerations into the plan. Exhibits D-1 *Natural Environmental Lands* and D-2 *Agricultural Lands* depict the relative suitability of the existing farmlands surrounding Milton for long-term agricultural preservation. The lands have been ranked by the Department of Agriculture in terms of their suitability for agricultural production. The Smith Farm and the Clyde Betts and Son expansion of the Smith district are now enrolled in the statewide agricultural lands preservation program and have sold their development rights to the Agricultural Lands Preservation Foundation. The Sycamore Farms, Inc. agricultural district, to the east and northeast of town, have applied to have their development rights purchased by the Foundation. Those lands indicated as falling into suitability classes III, IV and V, are most suitable for non-agricultural development.

### **Other Codes and Agencies**

In addition to regulating land use through zoning, the Town issues building permits for new construction or rehabilitation based on the requirements of the International Building Code (IBC), currently the 2012 version. Minimum housing code standards that apply to the occupancy of existing units are governed by the Town by Ordinance. The Delaware Department of Natural Resources and Environmental Control (DNREC) enforce health code standards, including the regulation of septic tank and well systems. Other government agencies that are actors in the land development process include the Delaware Department of Transportation (DelDOT), Delaware Division of Public Health Office of Drinking Water (ODW), Sussex Conservation District (SCD) and Delaware State Fire Marshall (DSFM).

### **Comprehensive Plan Goal of Future Land Use**

In light of the opportunities and challenges noted above, the goal of the Future Land Use Section is to provide a mix of future land use classifications to support the growth and development that will occur over the next ten years, this may include creating and adopting Land Use Designations that support the historic and community character of the Town, provide opportunities to create a housing mix offering a broad range of price points, increase employment opportunities, expand the tax base and promote the protection of the Broadkill River.

### **Possible Implementation Strategies**

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Evaluate, prepare and adopt zoning districts that implement the intent of a Mixed Use Residential/Commercial, a Marine Resources, and a Limited Light Industrial Land Use Designation.
- Create and adopt Land Use Designations that support the historic and community character of the Town and that provide opportunities for a housing mix that is affordable to those seeking or holding employment in the Town.
- Evaluate individual zoning districts to determine if additional permitted, conditional or special uses should be added to the zoning code to implement land use plan recommendations.
- Promote residential infill development with a variety of housing types.
- Prepare a Parks/Open Space and Protected Land Use Element.
- Coordinate land use decisions with Sussex County and remain involved in County land use decisions made near the Town and its Growth Area.
- Work with Sussex County to update the Funding Strategy Area recommendations for parcels located within the Designated Growth Area.

## XIV. IMPLEMENTATION OF THE COMPREHENSIVE PLAN

The tools possessed by the Town for the implementation of the Comprehensive Plan include zoning and other codes, annexation, utility extensions, capital improvement programming, Charter amendments, coordination with other agencies, marketing, promotion and special events, and periodic up-dating of the comprehensive plan. The use of each tool is discussed below.

### A. ZONING AND OTHER LAND DEVELOPMENT CODES

The Comprehensive Plan recognizes the potential to prepare and adopt three new zoning districts, a new Limited Light Industrial District, distinct from the present Industrial District and more compatible with adjacent residential communities, a new Marine-Resources District and a new Mixed-Use Residential-Commercial District that would be situated in the surrounding areas where annexation could occur. Such districts must be crafted to make the permitted and conditional uses competitive with what can be allowed by Sussex County while creating protection to communities and businesses already situated within the Town's corporate limits.

Because of the location of potential new light industrial areas situated on parcels that will be adjacent to current and future residential development, the intent of the new Limited Light Industrial District would be to promote non-intrusive light industrial uses, where the production and storage of input materials or product output does not adversely impact adjacent or potential residential development. Such strategies as buffers, screening, enclosing materials, building size, lot coverage, lighting, security fencing must be woven into the new district.

The Town wishes to preserve the shoreline and the environmental setting of the Broadkill River and its tributaries, but must balance these goals with private property rights and opportunities to provide amenities and employment opportunities. The intent of the new Marine-Resource District would be to create opportunities to preserve and protect the natural asset of the river, to improve access to the river and to create opportunities to capture the economic value of the river. Permitted uses in this new district should be designed to be compatible with the river, protective of its shoreline, and to promote the reasonable use of the environmental asset unique to the Town of Milton.

In the Growth Area of Milton, there will be opportunities to provide a wide mixture of housing uses and ownership along with chances to allow densities that would not be compatible with the existing Town Center and its surrounding neighborhoods. The Growth Area also could support expansion of necessary public facilities and services that are now constrained by the Broadkill River, the requirements of the Historic District, the availability of parking, and the distance from the arterial roadways such as SR 16 and SR 30. Also, since the parcels in the Growth Area are not in common ownership and will develop as market forces or personal circumstances dictate, a broader scale master planning effort seems appropriate to avoid developments that cannot be

woven into the fabric of the Town. Pedestrian, bicycle and vehicular connections among these parcels will be important to reduce the reliance on the arterial roadways.

Development procedures change with new techniques and market demand. The Town's Subdivision and Site Plan requirements must also adapt to new realities while protecting the Town's residents, businesses and infrastructure. The Town has approved the codification of its ordinances using General Code. Now that this process has been completed, the Town can review and update its ordinances to ensure that the goals stated in the Plan are achieved.

## B. ANNEXATION

Annexation is an important tool to coordinate planned growth and expand Milton's economic and tax base. Annexation also requires land use decisions, zoning for conformance, and extensions of the town's roadway, public safety, street lighting and water systems. Comprehensive Plans and policies by both the State of Delaware and Sussex County emphasize that new development should be coordinated with existing incorporated places like Milton and with their developed infrastructure systems. Consequently, annexation where appropriate is viewed as an important tool.

Annexations must be consistent with the municipality's most recently adopted and certified comprehensive plan. They must be contiguous to the Town boundary. The Town must prepare a plan of services "indicating those services it expects to provide to the newly annexed area, how such services will be provided, and the fiscal and operating capabilities of the municipality to provide such services". The land must be zoned at the time of annexation with a zoning classification consistent with the adopted and certified Comprehensive Plan. The Town must follow the proper public notification requirements (including notification of impacted jurisdictions).

As a further guide to this procedure, the Comprehensive Plan includes a map (Exhibit G – *Future Land Use and Potential Expansion*) showing areas surrounding the Town of Milton that may be annexed in the future. The Town should actively discuss annexation with the owners and developers of sites within this area that are contiguous to Town boundaries whenever significant new residential subdivision or business development is proposed.

Where there is interest on the part of one or more property owners for annexation, the Town should implement its procedure for evaluation of the proposal to determine whether it is advantageous to the Town. Section 3 of the Town Charter establishes the procedure that the Town follows for annexation. All annexations within the State of Delaware must be consistent with the procedure found in 22 Delaware Code, §101.

The Area of Potential Expansion, depicted in Exhibit G, Appendix E, includes land outside the current town boundary. The Town envisions these parcels as areas for potential long-term expansion in the next ten years. The Town may choose not to annex all this land, rather this area includes lands that the Town could consider annexing, if they are contiguous and the Town's infrastructure can support them and the annexation process is consistent with Delaware Code and the Town Charter. While the area is not completely consistent with the State Strategies for

Policies and Spending, the adoption of this Plan could cause the State to further amend the strategies boundaries in the future.

The Area of Potential Expansion includes lands east, northeast, north, northwest, south and southeast of the existing Town boundaries. However, the northeast area includes several farms that have sold development rights to the Agricultural Lands Preservation Foundation and several farms that have applied to sell their development rights. For this reason, annexations in this area may be inappropriate.

For areas to be annexed, the Town envisions a mix of residential and commercial uses, with the possibility of industrial uses that may be in an industrial park. A mix of commercial and residential uses is envisioned along SR 16, with the highway frontage as potential commercial development and residential uses behind the commercial areas. There are a few large parcels along SR 16 east and west of town that would be appropriate for the Large Parcel Development (LPD) overlay. This would allow both the developer and the Town the flexibility to ensure that the project fits well with the character of the Town. If land were annexed for an industrial park, this would be most appropriate west of town along the railroad tracks. The remainder of the land that could be annexed would probably be considered as mixed use residential and commercial development.

The availability of town services, such as police and water, is an important factor in the growth of Milton. As the Town grows through annexation and build-out of existing lands, these services must expand to provide a constant and where possible improved level of service for the current as well as the future residents and businesses within the Town.

In the long-term, the Town should develop plans to provide the infrastructure required to support the anticipated development that would come with annexation. In the short-term, the Town will be confined by the limitations of its existing infrastructure. The development pressure exists in the areas surrounding Milton, and the Town should strike a balance between development proposals and the possibility that developers may choose to seek approval from Sussex County. The result of development remaining in the County could be a strain on the Town's services, leaving the Town with no control over the development and relatively no revenue from it. The Town must be a partner with Sussex County, the Delaware Department of Transportation and nearby municipalities in the development of surrounding development proposals.

### **C. INTERGOVERNMENTAL COORDINATION**

Many programs of the State of Delaware, Sussex County, the Federal government, the Nature Conservancy and other special districts or agencies can be of tremendous benefit to the Town of Milton. The town should continue to work and partner with these agencies, keeping them informed of town needs, coordinating land use planning efforts and understanding impacts, and taking advantage of funding opportunities to implement projects of benefit to Milton's citizens.

The town should coordinate its planning efforts with Sussex County's Planning and Zoning Commission to assist in the implementation of the Town of Milton Comprehensive Plan with the most current *Sussex County Comprehensive Plan*, especially in matters of land use and zoning

coordination, referrals, natural resource protection, capital projects, services and information sharing on a continuous basis.

#### **D. GRANTS AND LOANS**

The policies, projects and recommendations of the Comprehensive Plan may also be implemented with the help of grants and loans from federal and state agencies or non-profit foundations. These grants and loans are available on occasion for public purpose projects in the areas of housing, urban revitalization, historic preservation, tourism, public infrastructure, transportation, and conservation of the natural environment. Increasingly, such grants and loans are made available on a competitive basis. Each is program is governed by its own funding guidelines.

#### **E. MARKETING, PROMOTION AND SPECIAL EVENTS**

The Town Council may consider forming a tourism committee to work with the Chamber of Commerce and other existing groups to promote the town to visitors and potential new residents. The Council's Economic Development Committee could assume lead responsibility and work with the Chamber of Commerce in encouraging downtown revitalization projects.

#### **F. PERIODIC FACILITIES DEMAND STUDIES**

As Milton's population grows and the Town experiences changes in demographics, as well as service area due to annexations, the Town will have to evaluate the available capacity of its facilities and services provided by its parks, open space, recreational facilities, sidewalks and trails, public safety, code enforcement and public administration with respect to the changes in demand

#### **G. PERIODIC REVIEW OF THE COMPREHENSIVE PLAN**

The Comprehensive Plan has been designed to provide general policy guidance for the Town over the next ten years. However, different elements of the Plan will change per different schedules and circumstances. The Town will need to review the Plan regularly to ensure that it remains current and relevant as a policy statement. General review will occur every five (5) years, not only of the Comprehensive Plan and its contents, but also of ordinances that permit land development. Over the five-year period, the Council should task the Planning and Zoning Commission to evaluate progress in implementing the Plan's projects and recommendations on a biennial basis.



# APPENDIX A

## DELAWARE STATEWIDE PLANNING GOALS

State of Delaware Cabinet Committee on State Planning Issues  
*Delaware Strategies for State Policies and Spending, 2015*

- Goal 1.** Direct investment and future development to existing communities, urban concentrations, and designated growth areas.
- Goal 2.** Protect important farmlands and critical natural resource areas.
- Goal 3.** Improve housing quality, variety and affordability for all income groups.
- Goal 4.** Ensure objective measurement of long term community effects of land use policies and infrastructure investments.
- Goal 5.** Streamline regulatory processes and provide flexible incentives and disincentives to encourage growth in desired areas.
- Goal 6.** Encourage redevelopment and improve livability of existing communities and urban areas, and guide new employment into under used commercial and industrial sites.
- Goal 7.** Provide high quality employment opportunities for citizens with various skill levels, and attract and retain a diverse economic base.
- Goal 8.** Protect the state's water supplies, open spaces, farmlands and communities by encouraging revitalization of existing water and wastewater systems and the construction of new systems.
- Goal 9.** Promote mobility for people and goods through a balanced system of transportation options.
- Goal 10.** Improve access to educational opportunities, health care and human services for all Delawareans.
- Goal 11.** Coordinate public policy planning and decisions among state, counties and municipalities.

DRAFT

# APPENDIX B

## CITIZEN SURVEY RESULTS

At the initiation of the Comprehensive Plan Update, the Town of Milton's Planning & Zoning Commission conducted a survey of residents. The survey was well-received by the Town's residents with more than 20 percent of the Town's population participating and providing responses to some or all the questions posed. The Survey was conducted in Fall 2014.

Among the highest recorded responses were the following:

Question	Percent	Total Responses
Attracting new businesses to Town	74	533
Tax incentives use to retain and attract businesses	75	520
Impose fines/fees on neglected properties	89	523
Addressing flooding in the Town Center	74	527
Preferred type of residential development—single family detached	69	518
Importance of increase in trails, bike paths, parks and open space	67	460
Town's greatest strength—Broadkill River (of seven choices)	47	455

DRAFT

## APPENDIX C

### **PLUS REVIEW LETTER FROM OFFICE OF STATE PLANNING COORDINATION**

The State of Delaware's Office of State Planning Coordination conducted a Preliminary Land Use Service (PLUS) review of the Town's 2010 Certified Comprehensive Plan as a basis for comments on the update. This review resulted from a meeting of State Agencies on March 26, 2014 and a letter response dated April 22, 2014.

**DRAFT**

DRAFT

# APPENDIX D

## ABBREVIATIONS and ACRONYMS

A.

AADT—Annual Average Daily Traffic  
ADA—Americans with Disabilities Act of 1990, as amended  
ADT—Average Daily Traffic  
ADT—American Discovery Trail  
ADU—Accessory Dwelling Unit

B.

BMP—Best Management Practice(s)  
BOD—Biological Oxygen Demand

C.

CAA—Clean Air Act of 1990, as amended  
CDBG—United States Community Development Block Grant  
CHAD—University of Delaware’s Center for Historic Architectural Design  
CIP—Capital Improvements Program  
CPCN—Certificate of Public Conveyance and Necessity  
CPTED—Crime Prevention through Environmental Design  
CWA—Clean Water Act of 1972, as amended

D.

DALP—Delaware Agricultural Lands Preservation Program  
DART—Delaware Transit Corporation  
DDPH—Delaware Division of Public Health  
DelDOT—Delaware Department of Transportation  
DNREC—Delaware Department of Natural Resources and Environmental Control  
DSFM—Delaware Office of the State Fire Marshall  
DSHA—Delaware State Housing Authority

E.

EMS—Emergency Medical Services  
EPA—United States Environmental Protection Agency

F.

FEMA—United States Federal Emergency Management Agency

G.

GPD—Gallons per Day

GPM—Gallons per Minute

H.

HCM—Highway Capacity Manual

HDPE—High Density Polyethylene Pipe

HUD—United States Department of Housing and Urban Development

I.

IBC—International Building Code (currently 2012)

J., K.

L.

LA—Load Allocation (non-point source)

LDP—Large Parcel Development Zoning District

LIHTC—Delaware Low Income Housing Tax Credits

LOS—Level of Service

M.

MBR—Membrane Bio-Reactor

MOS—Margin of Safety

M-R—Marine Resources Zoning District

M-R—Medium Density Residential, Sussex County Zoning District

N.

NCHRP—National Cooperative Highway Research Program

NPS—United States National Park Service, Department of the Interior

NRCS—Natural Resources Conservation Service, United States Department of Agriculture

NRHP—National Register of Historic Places

O.

ODW—Office of Drinking Water, Delaware Division of Public Health

OSPC—Office of State Planning Coordination

P.

PCS—Pollution Control Strategy

PLUS—Preliminary Land Use Service

PSC—Delaware Public Service Commission

PVC—Polyvinyl Chloride Pipe

P&Z—Town of Milton Planning and Zoning Commission

Q., R.

S.

SCD—Sussex Conservation District

SR—State Route followed by Route number



T.  
TESI—Tidewater Environmental Services, Inc.  
TID—Transportation Improvement District  
TMDL—Total Daily Maximum Load

U., V.  
W.  
WLA—Waste Load Allocation (point source)

X., Y., Z.

DRAFT

DRAFT

# APPENDIX E

## MAPPING EXHIBITS

- A. Regional View
- B. Aerial View of Town (Ortho) 2012
- C. Roads and Boundaries
- D1. Natural and Environmental Lands
- D2. Agricultural Lands
- E. Existing Land Use
- F. Existing Zoning
- G. Future Land Use/Potential Expansion
- H. State Strategies and Investment Levels, Agricultural Districts
- I. Town Center
- J. Historic Resources
- K. Source Water Resources
- L. Town of Milton Water System Map

DRAFT

